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ABSTRACT

This competency-based preservice home economics teacher education module on regulatory agencies responsible for wholesomeness and quality of foods is the second in a set of five modules on consumer education related to foods and nutrition. (This set is part of a larger series of sixty-seven modules on the Management Approach to Teaching Consumer and Homemaking Education [MATCHE]--see CE 019 901-967.) Following the module objectives and overview, one unit of instruction is presented, consisting of thirteen suggested activities and a list of suggested resources (readings). A module pre/posttest (with answer key) concludes the document. (Workshop proceedings relating to the development of these modules are available in the ERIC system as CE 019 896-899; also available is a module on utilizing FHA-HERC as an instructional strategy to expand and strengthen the home economics instructional programs [CE 019 900].) (JH)

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CONSUMER APPROACH STRAND:

FOODS AND NUTRITION

MODULE I-C-2 REGULATORY AGENCIES RESPONSIBLE FOR WHOLESOMENESS AND QUALITY OF FOODS

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1978

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NATIONAL INSTITUTE OF EDUCATION

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MATCHE

Management Approach to Teaching Consumer and Homemaking Education

MATCHE is an individualized, competency-based preservice curriculum designed for home economics education students at the preprofessional, upper division level. MATCHE is a comprehensive curriculum based on selected objectives which give emphases in three areas: 1) consumer approach to homemaking education, 2) teaching home economics in economically depressed areas, and 3) establishing occupational programs related to home economics. The material for each subject matter area of home economics has been organized into these three strands, and includes an FHA-HERO emphasis. These subject matter areas are home economics education core, housing, foods and nutrition, textiles and clothing, human development, and management.

The MATCHE modules were written by subject matter specialists from various colleges and universities offering home economics and therefore each is unique in the approach used for the development of the objectives. The modules allow for differences in level of achievement, rate of learning, and learning goals. They may be used independently, combined into a sequential series, or as a random set of conceptual units. Any instructor using the material can easily adapt the material to a specific group of students, the locale, method of instruction, and available facilities. Learning may be facilitated by offering one module in conjunction with others.

As MATCHE is continuously up-dated by those using the curriculum, some concepts and objectives may be added and others deleted. The purpose is to continually strengthen the program for pre and inservice home economics teachers.

Guidelines for Use and Continuous Development of MATCHE are on file with Home Economics units in each of the fifty state departments of education plus all of the Home Economics Departments in California institutions offering home economics education. This booklet and proceedings from the four MATCHE workshops give background information concerning the purpose and development of the MATCHE project.

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The project was developed under a contract with the Bureau of Homemaking Education, California State Department of Education under the provisions of PL 90-576 and PL 94-482. However, the opinions expressed herein do not necessarily reflect the position or policy of the Bureau of Homemaking Education or the U. S. Office of Education, and no official endorsement should be inferred.

MATCHE PROJECT

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REGULATORY AGENCIES RESPONSIBLE FOR WHOLESOMENESS AND QUALITY OF FOODS

Module Objectives

The MATCHE student will be able to:

(1) express in one's own words the events of history which form the foundation of today's food laws and regulations

(2) identify agencies charged with the enforcement of given laws

(3) state the jurisdictions of federal, state, and local agencies

(4) describe the main responsibilities charged to a given federal agency

(5) describe federal standards which serve as frame of reference for judgment against unscrupulous practices

(6) state general applications when given Acts and amendments

(7) identify specific changes in original act introduced by a specific amendment

(8) describe responsibilities of USDA for wholesomeness of foods

(9) state the jurisdiction of agencies other than FDA and USDA in maintaining the wholesomeness of foods

(10) identify what an agency may or may not do in maintaining the wholesomeness of foods, given examples.

Module Overview

The food supply available in the United States is the most abundant in quantity, quality, and variety ever to have existed. However, this situation has introduced problems in processing and marketing, resulting in the formation of numerous governmental agencies charged with safeguarding the wholesomeness of food and protecting the consumer from unscrupulous practices.

Consumers should know about the agencies regulating foods which are marketed, their jurisdiction, and the categories of food for which they are responsible. Consumers should appreciate some of the activities of the agencies--as well as some of their weaknesses. Most of all, consumers should know what agencies can and cannot do at present, and take steps to initiate improvements.

Effective use of food dollars depends on how much you can buy and the quality of your food purchases. The percentage of available money spent on food is your choice; thus this module does not deal with that subject.

On the other hand, the quality of food you purchase may be an issue and is an age-old problem. In early times, the consumers of food were generally also the producers. The growers of crops or herdsmen were often family members in whose residence the foods were cooked and consumed. Those not engaged in food production were likely to purchase their dietary supplies from neighboring sellers. However, historical documents indicate the necessity for regulations on the safety and weight of foods.

Legislation on food safety has been passed by three levels of government: federal, state, and local. In this short module, the responsibilities of agencies will be delineated.

The module includes major activities which may be completed with suggested references. It differs from the other modules in the consumer approach strand in that it has only activities without unit or lesson structure.

Suggested Activities

1. The wholesomeness and safety of foods has been an issue since time immemorial. For a historical perspective, read H. G. Day, "Food Safety--Then and Now," Journal of the American Dietetics Association, 69 (1976), 229-34.

2. List the federal agency authorized to enforce the production of safe and wholesome foods by the following laws:

   a. Pure Food Law,1906 and Food, Drug, and Cosmetic Act, 1938.

   b. Meat Inspection Act, 1906.

   c. Poultry Inspection Act, 1957.

   reference: Robinson, C.H., and M.R. Lawler 1977
   Chapter 18: Controls for safety and nutritive value of the food supply
   Normal and Therapeutic Nutrition, 15th ed.
   Macmillan, New York
   pp. 271-83 (esp. pgs. 272-74)

3. Federal, state, and local agencies have different jurisdictions. State which foods are under the jurisdiction of the federal and state agencies.

   references: Runyan, T. 1976
   Nutrition for Today
   What legal restraints restrict individual choices
   Harper and Row, New York
   pp. 433-35

   -or- Robinson, C.H. and M.R. Lawler 1977
   Chapter 18: Controls for safety and nutritive value of the food supply
   Normal and Therapeutic Nutrition, 15th ed.
   Macmillan, New York
   p. 281

Suggested Activities (continued)

4. List the two main responsibilities of food regulation charged to the Food and Drug Administration (FDA).

   a.

   b.

   references: Robinson, C.H., and M.R. Lawler 1977
   Chapter 18: Controls for safety and nutritive value of the food supply
   Normal and Therapeutic Nutrition, 15th ed.
   Macmillan, New York
   p. 272

   -or- DHEW Publication No. (FDA) 75-1008
   We want you to know about the laws enforced by FDA

5. To protect the consumer against unscrupulous practices, three standards were established.

   Name and state the purpose(s) of each standard.

   a.

   b.

   c.

   references: DHEW Publication No. (FDA) 73-2031
   What some food labels don't tell.

   -or- Robinson, C.H., and M.R. Lawler 1977
   Chapter 18: Controls for safety and nutritive value of the food supply
   Normal and Therapeutic Nutrition, 15th ed.
   Macmillan, New York
   pp. 276-77

Suggested Activities (continued)

6. Labels on certain foods must list the ingredients.

   What foods require a list of ingredients on their labels and state the format for ingredient listing.

   references: DHEW Publication No. (FDA) 73-2031
   What some food labels don't tell.

   -or- Robinson, C.H., and M.R. Lawler 1977
   Chapter 18: Controls for safety and nutritive value of the food supply
   Normal and Therapeutic Nutrition, 15th ed.
   Macmillan, New York
   pp. 276-77

7. Subsequent amendments and acts expanded the food regulatory jurisdiction of the Food and Drug Administration. State, in one sentence, the general application of the following laws on food products.

   Acts and Amendments

   a. Pesticide Amendment, 1954

   b. Food Additives Amendment, 1958

   c. Color Additive Amendment, 1960

   d. Fair Packaging and Labeling Act, 1966

   e. Public Health Service Act, 1944

   reference: Robinson, C.H., and M.R. Lawler 1977
   Chapter 18: Controls for safety and nutritive value of the food supply
   Normal and Therapeutic Nutrition, 15th ed.
   Macmillan, New York
   pp. 272-74

Suggested Activities (continued)

8. Many times specific amendments alter or add to an original law. The responsibility of demonstrating safety of additives, the GRAS list, and the Delaney Clause were part of the Food Additives Amendment (1958).

   a. The burden of proof of safety of a new additive was shifted in this act. State the change.

   b. State what agency specifies the details of procedure to gain approval of use of new additive, and in one sentence summarize process for approval.

   c. State what the GRAS list is and its origin.

   d. State the controversy over the Delaney Clause.

   references: Robinson, C.H., and M.R. Lawler -1977
   Chapter 18: Controls for safety and nutritive value of the food supply
   Normal and Therapeutic Nutrition, 15th ed.
   Macmillan, New York
   p. 272

   -or- DHEW Publication No. (FDA) 75-1007
   We want you to know about the laws enforced by FDA.

9. Another agency responsible for wholesomeness of food is the Food Safety and Quality Service of the USDA. This group inspects certain foods for wholesomeness and grades for quality.

   a. What foods does the USDA inspect?

   b. What is the purpose of grade standards?

   c. Are grades on meats mandatory?

Suggested Activities (continued)

references: Robinson, C.H., and M.R. Lawler 1977
Chapter 18: Controls for safety and nutritive value of the food supply
Normal and Therapeutic Nutrition, 15th ed.
Macmillan, New York
p. 274

and Office of the Federal Register
U.S. Government Manual, 1977/1978
U.S. Supt. of Documents, Washington D.C.
p. 122

10. The Federal Trade Commission (FTC) is charged with the regulation of food clauses.

a. What is the jurisdiction of the FTC?

b. What is a major proposal of FTC on food advertising in 1974?

references: Robinson, C.H., and M.R. Lawler 1977
Chapter 18: Controls for safety and nutritive value of the food supply
Normal and Therapeutic Nutrition, 15th ed.
Macmillan, New York

-or- Federal Register, November 11, 1974
Vol. 39, No. 218, Part II
pp. 39842 - 39862

11. State and Local agencies are also involved in the responsibility of offering quality food to the consumer.

a. State the jurisdiction of state and local agencies in maintaining the wholesomeness of foods.

Suggested Activities (continued)

b. The California Health and Safety Code (Division 21) includes the Sherman Food, Drug, and Cosmetic Law which charged the State Department of Health with responsibility of enforcing the law. The specific unit responsible is the California Food and Drug Administration. Chapters 1, 4, and 5 of the code are especially pertinent to food safety.

c. Note any differences between federal and California laws on the following:

1. Standard of Identity, Quality and Fill

2. Enrichment of Food Products

3. Adulterated Foods

4. Misbranded Foods

d. Who is responsible for local enforcement?

e. What is the definition of hamburger and imitation hamburger?

references: Robinson, C.H., and M.R. Lawler 1977
Chapter 18: Controls for safety and nutritive value of the food supply
Normal and Therapeutic Nutrition, 15th ed.
Macmillan, New York

and California Health and Safety Code, reprint 1976
Section 21. California Sherman Food, Drug, and Cosmetic Law
pp. 2-3

Suggested Activities (continued)

12. What a regulatory agency may do depends on what the law specifies and the thrust of the leadership.

a. As an example, name four actions the FDA may take.

1.

2.

3.

4.

Four actions the FDA may not take.

1.

2.

3.

4.

references: Benarde, M.A. 1971
Chapter V, "In the Interest of the Consumer"
The Chemicals We Eat
McGraw-Hill

Jacobsen, M.F. 1971
Chapter 1. An Overview of Food Additives in Eater's Digest
Doubleday, New York

Larkin, T.
Ten Fallacies About FDA
FDA Consumer November 1975

HEW Publication No. (FDA) N-1021
We Want You to Know About Today's FDA

Suggested Activities (continued)

13. If you come across a food which you feel is not wholesome or of the quality you want, and if you do not get satisfaction from the dealer, report it to the proper agency.

    a. To be sure the product is defective, ask four questions.

        1.

        2.

        3.

        4.

    b. If you do not get satisfaction from the dealer, list the agencies to which you would report the following:

        1. false advertising

        2. contaminated meat or poultry

        3. moldy bread produced in state of purchase

        4. hamburger with 50 percent fat

        5. spoiled canned green beans

        reference: DHEW Publication No. (FDA) 76-1012 (Revised April 1976) How You Can Report to FDA

Suggested Resources

Benarde, M.A. "In the Interest of the Consumer." The Chemicals We Eat. New York: McGraw-Hill, 1971.

California Division of Industrial Safety. Sherman Food, Drug, and Cosmetic Law. Sacramento: Department of Industrial Relations, Section 21, pp. 2-3, reprint 1976.

Call, David L. "The Changing Food Market--Nutrition in a Revolution," Journal of the American Dietetics Association, 65 (1972), pp. 384-88.

Day, H.G. "Food Safety--Then and Now," Journal of the American Dietetics Association, 69 (1976), pp. 229-34.

Federal Register, Vol. 39, No. 218, Part II, November 11, 1974, pp. 39842-39862.

How You Can Report to FDA. HEW Publication No. (FDA) 76-1012. Washington, D.C.: U.S. Government Printing Office.

Jacobsen, M.F. Eater's Digest, The Consumer's Factbook of Food Additives. New York: Doubleday 1971, (Chapter I).

Larkin T. "Ten Fallacies About FDA," FDA Consumer, November 1975.

Robinson, C.H., and M.R. Lawler. Normal and Therapeutic Nutrition. 15th ed. New York: Macmillan, 1977, (Chapter 18), pp. 271-83.

Runyan, T. Nutrition for Today. New York: Harper and Row, 1976, pp. 433-35.

U.S. Department of Agriculture. "Standards for Meat and Poultry Products: A Consumer Reference List", Meat and Poultry Inspection Program, Food Safety and Quality Service. Washington, D.C.: U.S. Government Printing Office.

U.S. Government Manual. Washington, D.C.: U.S. Superintendent of Documents, Office of Federal Register, 1977/1978, p. 122.

We Want You to Know About the Laws Enforced by FDA. HEW Publication No. (FDA) 75-1007. Washington, D.C.: U.S. Government Printing Office.

We Want You to Know About Today's FDA. HEW Publication No. (FDA) N-1021. Washington, D.C.: U.S. Government Printing Office.

What Some Food Labels Don't Tell. HEW Publication No. (FDA) 73-2031. Washington, D.C.: U.S. Government Printing Office.

MODULE PRE/POSTTEST

Regulatory Agencies Responsible for Wholesomeness and Quality of Foods

Student_____

Instructor_____

Date_____

Student: This pre/posttest will assess your knowledge of the information presented in this module. You need study only those units that are prescribed on the basis of the pretest results.

1. State three federal laws which authorized the federal agencies to enforce the wholesomeness of foods and name the agencies.

   a.

   b.

   c.

2. Give examples of two foods which are under the jurisdiction of each of the following agencies:

   a. Food and Drug Administration (FDA)

   b. United States Department of Agriculture (USDA)

   c. California Food and Drug Administration (California FDA)

Pre/posttest (continued)

3. Identify two main responsibilities of the FDA.

   a.

   b.

4. Define, briefly:

   a. Standards of identity

   b. Standards of fill

   c. Standards of quality

5. Briefly, describe the purpose of the 1978 Food Additive Amendment.

Pre/posttest (continued)

6. Briefly, describe the Delaney Clause.

7. Define and briefly describe GRAS.

Return this test to your instructor for evaluation.

ANSWER KEY
MODULE PRE/POSTTEST

Regulatory Agencies Responsible for
Wholesomeness and Quality of Foods

Instructor: Do not reproduce this page in students' booklets. You must retain it for grading and prescriptive purposes. Answers will vary with individuals. A preferred response might be similar to the answer presented.

1. a. Law: Food, Drug, and Cosmetics, 1938
   Agency: Food and Drug Administration

   b. Law: Meat Inspection Act, 1906
   Agency: *Meat Inspection Division of United States Department of Agriculture (USDA)

   c. Law: Poultry Inspection Act, 1957
   Agency: *Meat Inspection Division, USDA

2. a. Food and Drug Administration (FDA): Most processed foods which enter interstate commerce but excluding some things such as meat, poultry, tobacco. Includes canned fruits and vegetables, cocoa, flour, cereals, etc.

   b. United States Department of Agriculture (USDA): Any meat or poultry product which enters interstate commerce, such as chicken, beef, pork.

   c. California Food and Drug Administration (California FDA): Most foods distributed in California may be regulated by this agency, such as flour and cereals.

3. a. pure, wholesome foods
   b. honest, labeling and packaging of foods

4. a. Standards of Identity: defines what a product is by establishing 1) specific ingredients and 2) quantity of specific ingredients (by a range).

   b. Standards of Fill: attempts to establish the use of containers which do not mislead the consumer to think the contents is greater.

   c. Standards of Quality: defines minimum quality for specific foods.

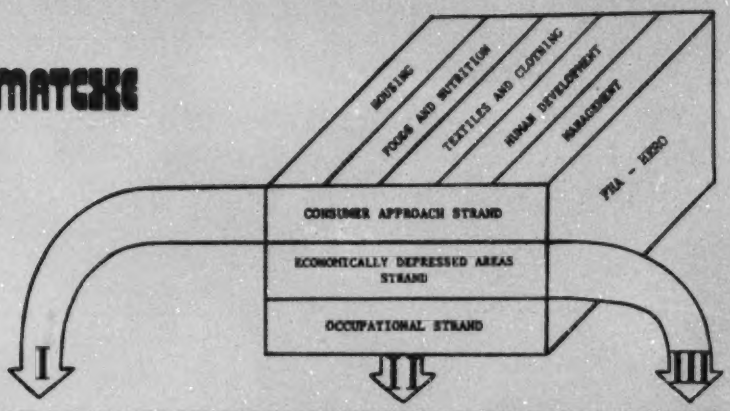
Pre/posttest Answer Key (continued)

5. Prohibits the introduction of new food additive until the manufacturer demonstrates its safety.

6. Prohibits the addition of an additive which, at any concentration, induces cancer in experimental animals.

7. GRAS stands for Generally Regarded as Safe. Some additives (such as salt, baking powder, saccharin) had been used in foods prior to 1958 without known harm. These were grouped into a category known as "Generally Regarded as Safe" (GRAS), and their usage was permitted unless further tests indicated they were not safe.

MATCHE



	I	II	III
A.	CORE: CONSUMER APPROACH TO HOMEMAKING EDUCATION 1 Life Styles and the Consumer 2 Community Consumer Resources 3 Consumer Rights and Responsibilities 4 Incorporating the Consumer Approach in Homemaking Classes	CORE: ESTABLISHING OCCUPATIONAL PROGRAMS 1 Analyzing Job Market Opportunities 2 Developing Occupational Programs 3 Implementing Occupational Programs 4 Evaluating Occupational Programs	CORE: TEACHING HOME ECONOMICS IN ECONOMICALLY DEPRESSED AREAS 1 Characteristics of Economically Depressed Areas 2 Life Style Characteristics of Economically Depressed Areas 3 Community Resources for Economically Depressed Areas 4 Developing and Implementing Programs for Economically Depressed Areas
	AREA (Module) PACKAGES	AREA (Module) PACKAGES	AREA (Module) PACKAGES
B.	HOUSING 1 Consumer Use of the Community 2 Procedures for Selecting a Community 3 Procedures for Selecting Housing 4 Shopping for a Home Loan 5 Procedures for Selecting Furnishings 6 Maintenance Procedures for Surfaces, Furniture, and Appliances	HOUSING 1 Occupational Opportunities Related to Housing and Interiors 2 Required Skills for Retail Sales of Furnishings and Related Household Items	HOUSING 1 Low Income Housing 2 Government Housing Programs 3 Low Income Furnishings
C.	FOODS AND NUTRITION 1 Technological, Sociological, Ecological, and Environmental Factors Related to Food 2 Regulatory Agencies Responsible for Wholesomeness and Quality of Foods 3 Consumer Aspects in Planning Meals 4 Cultural Food Patterns 5 Influences on Food Prices	FOODS AND NUTRITION 1 Occupational Opportunities Related Foods and Nutrition 2 Operations and Activities of a Food Service Operation 3 Managing a Food Service Operation	FOODS AND NUTRITION 1 Food Availability in Economically Depressed Areas 2 Low Income Food Patterns 3 Meal Management on a Low Income
D.	TEXTILES AND CLOTHING 1 Consumer Approach to Textiles and Clothing 2 Sociological, Psychological, and Economic Factors Affecting Clothing Selection 3 Clothing Needs of Individuals 4 Applications and Implications of New Technology in Textiles and Clothing	TEXTILES AND CLOTHING 1 Occupational Opportunities Related Textiles and Clothing 2 Assembly Line Garment Construction 3 Merchandising Textiles and Ready-To-Wear	TEXTILES AND CLOTHING 1 Clothing the Individual and Family 2 Utilizing Resources for Clothing and Textiles
E.	HUMAN DEVELOPMENT 1 Societal Changes Affecting the Family 2 The Relationship Between Spending Patterns and Interpersonal Relationships 3 Financial Pressures in Various Life Styles and Cycles 4 Individuals and Families in Crisis 5 Consumper Aspects of Parenthood	HUMAN DEVELOPMENT 1 Occupational Opportunities Related to Human Development 2 Children's Center Aide 3 Developing Programs for Preschool Children 4 Convalescent Home Aide	HUMAN DEVELOPMENT 1 Characteristics of Economically Depressed Area Families 2 The Child and the Economically Depressed Area Family 3 Resources for the Economically Depressed Area Family
F.	MANAGEMENT 1 Relationship Between National and Consumer Economics 2 Consumer Legislative Issues 3 Environmental Issues and the Consumer 4 Financial Management 5 Family and Individual Credit Management 6 Management View of the Multiple Role 7 The Metric System	MANAGEMENT 1 Occupational Opportunities Related to Home Management and Supporting Services 2 Occupational Preparation for Jobs Utilizing Housekeeping Skills	MANAGEMENT 1 Management Skills 2 Money Management 3 Marketing Practices in Relation to Low Income Clientele